

TAB

EXECUTIVE OFFICE OF THE PRESIDENT

BUREAU OF THE BUDGET
Washington 25, D. C.

25X1A

June 23, 1943

CALL FOR ESTIMATES OF APPROPRIATIONS
FISCAL YEAR 1945

To the heads of departments, independent establishments, and agencies, including Government corporations:

1. Time of Submission.—The departments, establishments, and agencies (hereinafter referred to as "agencies") will submit their estimates of appropriations for inclusion in the regular Budget for the fiscal year ending June 30, 1945, to the Bureau of the Budget on or before September 15, 1943.

In the case of the following agencies, the detailed estimates of appropriations will not be included in the regular Budget for the fiscal year 1945. These agencies will furnish by December 1, 1943, such summary information respecting their budgetary programs for the fiscal years 1943, 1944, and 1945 as may be requested by representatives of this Bureau and will also submit their detailed estimates of appropriations together with the supporting documents on or before March 1, 1944:

Executive Office of the President:

Committee for Congested Production Areas
Board of Economic Warfare
Office for Emergency Management (constituent agencies)
Office of Censorship
Office of Price Administration
Office of Strategic Services
Petroleum Administration for War

Department of Commerce:

Office of Administrator of Civil Aeronautics:
Development of Landing Areas
Civilian Pilot Training

Department of the Interior:

Solid Fuels Administration for War

Navy Department

State Department:

Office of Foreign Relief and Rehabilitation Operations

War Department:

Military Establishment

2. Material To Be Submitted.--The estimates and supporting documents will include the following:

- A. Letter of transmittal together with summary of estimates by bureaus, offices, etc.
- B. Estimates of appropriations (hereinafter referred to as language sheets). See Exhibit A.
- C. Schedules of obligations (hereinafter referred to as green sheets). See Exhibits B through E.
- D. Justifications of estimates, including Exhibits F through K.

3. Number of Sets of Material Required.--Five legible sets (one a ribbon or processed copy to be marked "Printer's Copy") of the language sheets and green sheets, and four legible sets of the justifications will be submitted. The justifications will be prepared on letter-size (8 x 10½ inches) sheets, with 1-inch margin at top and left side. Material will be typed on the justification sheets either lengthwise or across, whichever method will avoid the necessity of rewriting for subsequent use. (Onion skin or tissue paper will not be used.)

LANGUAGE SHEETS

4. Primary Source.--

(a) The language printed in the various appropriation acts for the fiscal year 1944 constitutes the primary source of the material to be included on the language sheets. The Bureau of the Budget will prepare a complete specimen set of the language sheets including therein all appropriation items for the fiscal year 1944. This specimen set will show for each appropriation the title of the appropriation as carried in the Digest of Appropriations issued by the Treasury Department, the amount appropriated for the fiscal year 1944, and such pertinent notes as may be required. The set will also include necessary group totals and will be stamped "Printer's Copy." This set will be transmitted to each agency and will include all regular, supplemental, and deficiency appropriations for the fiscal year 1944 enacted up to the time of transmission. The titles, amounts of appropriations, and notes typed on the specimen set by the Bureau of the Budget will be carefully verified by the respective agencies and corrections made where necessary.

(b) The Bureau of the Budget will also furnish each agency 10 copies of its enrolled annual appropriation act for 1944 and the pertinent parts of supplemental and

deficiency acts. These 10 copies will be used by the agencies concerned for clipping and pasting 4 additional sets of language sheets plus any other sets that the agency may require for its own use. These 4 sets will be prepared on blank white sheets (8 x 10½ inches) and must conform to the specimen set, particularly as to spacing and position on the sheet. The specimen set, together with the 4 additional sets mentioned above, will be returned to the Bureau of the Budget as the 5 sets required by paragraph 3 above. The ribbon, printed, or processed set of green sheets should accompany the specimen set.

(c) The total amount appropriated, shown on language sheets, will always include the amount of supplemental and deficiency appropriations to date of submission of the estimates by the agency. If the language of a supplemental or deficiency appropriation merely provides an additional amount for the same purpose and subject to the same conditions as contained in the annual appropriation act, the language of the annual act only will be printed and the following footnote, related to the appropriation total concerned, will be shown: "a/ Includes \$ _____ appropriated in the Appropriation Act, _____. If the language of the supplemental or deficiency appropriation changes the purposes or conditions specified in the annual act the language of the supplemental or deficiency appropriation must also be printed.

(d) No explanations or justifications will be written on the language sheets except as provided in paragraphs 4(c) and 9 of this circular.

5. Changes in Language and Amounts.—When a change is proposed in an amount or in the language of the 1944 appropriation act, any matter to be omitted will be enclosed in brackets [] and any new matter will be typewritten and underscored on the sheet at the right side of the printed matter pasted thereon, with a caret and line indicating where the new matter is to be inserted. New matter should follow (and not precede) bracketed matter in all cases even though bracketed matter may be only figures and new matter is additional language to the preceding matter. Care should be taken not to obliterate punctuation marks and the place where the insertion is to be made should be clearly indicated. Brackets, carets, and insert lines are to be indicated in ink and not by typewriter. The amount of the estimate for the fiscal year 1945 will be inserted in the space indicated below the language.

6. Content of Estimates.—In preparing estimates of the funds required for the operations under the various appropriations, agencies will be guided by the following special instructions governing the instances cited:

(a) Overtime, Additional Compensation, and Night-Work Differential.—The amount required for overtime, additional compensation, and night-work differential authorized by the various acts (Public Laws 509, 25, 49, etc.) will be included in the estimates for 1945 in an amount sufficient to cover the cost of such payments to the employees covered by such appropriation estimates who are subject to laws authorizing this type of additional compensation. (See paragraph 15(i).)

(b) 48-Hour Workweek.—The number of man-years estimated to be required under any particular appropriation item will be computed on the basis of the regular number of hours in a workweek for the employees concerned. Generally, this will require computations on the basis of a 48-hour workweek.

(c) Ramspeck Promotions.—No additional funds will be included in the 1945 estimates specifically to cover the cost of within-grade salary advancements authorized by Public Law 200, 77th Congress, and Executive Order 8842, estimated to occur in that year.

(d) Cost of Rented Quarters for Agencies Forced Out of Federal Buildings.—Where an agency gives up space in a Federal building outside of the District of Columbia to accommodate another agency, the agency moving into the Federal building will provide funds for the cost of rented quarters until such time as the agency moving out has an opportunity to submit estimates to cover such cost in the annual Budget. For example, Agency A, whose budget is submitted to Congress in the regular Budget at the beginning of the session, vacates space in a Federal building in favor of Agency B during the month of August 1943. In this case Agency A should request funds in its budget for the fiscal year 1945 for the cost of rented quarters and advise Agency B by letter. Agency B would be required to pay for such space until June 30, 1944, and omit the cost of such space in its estimates for the fiscal year 1945. Under the same conditions, if the move should be made in January or February, 1944, Agency B would be required to pay the cost of rented quarters for the remainder of the fiscal year 1944 and all of the fiscal year 1945.

7. Special Accounts.--In cases where special fund receipts are deposited into miscellaneous receipts and permanently appropriated for a particular purpose, the amounts of such permanent appropriations will be determined by the amounts of the receipts. In those cases where the receipts are deposited into accounts in the nature of special deposit accounts, the obligations under those appropriations will be offset by the receipts and no amounts will be shown as appropriations. The Division of Bookkeeping and Warrants, Treasury Department, should be contacted to determine the method to be followed. (For examples, see pages 101 and 629 of the 1944 Budget.)

8. Trust Accounts.--The language for trust accounts is in reality a brief description of the funds and the agencies will be responsible for the correctness of such descriptions. Following the language under each trust account the amount shown in the 1944 Budget as the estimate for that year will be inserted as "Appropriated 1944, \$ ____ ." Immediately beneath this entry will be inserted the entry "Revised 1944, \$ ____ ," this latter figure representing the agencies' latest estimate of the amount of receipts to be appropriated, which may or may not agree with the amount shown in the 1944 Budget. In arriving at the amount of the revised estimate for 1944 as well as the estimate for 1945, agencies will undertake to reflect as nearly as possible the total amount to be shown on appropriation warrants to be issued by the Treasury Department for each of the fiscal years concerned, using the same basis as that followed in determining the actual appropriation for the fiscal year 1943 as shown on the green sheets. Ordinarily appropriations under trust fund appropriation accounts consist of collections from individuals or others, income from investments, general fund appropriations for the purpose, and/or receipts from other sources coming into the Treasury and covered into the respective trust fund receipt accounts. For example, the appropriation under the Civil Service Retirement and Disability Fund is made up of funds received from individuals as contributions, from interest and profits on investments, etc., and from the Civil Service Retirement and Disability Appropriated Fund (general fund account), all of which are covered into a trust fund receipt account and then appropriated under the title "Civil Service Retirement and Disability Fund." Unless transfers are made by transfer appropriation warrants no transfers will be shown on the green sheets between general fund appropriation accounts and trust fund appropriation accounts, as funds to be transferred from general fund appropriation accounts will be handled in those accounts as an obligation and in the trust fund accounts either as a receipt or as a reimbursement as the case may be. In the rare cases where funds are taken from a trust fund and added to a general fund appropriation account, the transaction will be handled in the reverse manner, i.e., as an obligation in the trust fund appropriation account and as a reimbursement in the general fund appropriation account concerned. The total to be shown as appropriated under a trust fund appropriation account will represent the total

of the appropriation warrants issued, and will not include or be reduced by transfer and counter warrants or transfer appropriation warrants. (See Budget-Treasury Regulation No. 1, Revised for definitions of these warrants.) The actual appropriation for the fiscal year 1943 as shown on the green sheets and determined in accordance with these instructions may vary from the amounts shown in the Combined Statement of Receipts and Expenditures issued by the Treasury Department because of the exclusion of these types of warrants but ordinarily the figures may be reconciled by the footnotes shown in the Combined Statement.

9. Activities Transferred or Consolidated.—

(a) When it is proposed to transfer or consolidate an activity with another division, bureau, department, or appropriation, the estimate of appropriation will be carried in the appropriate place under the division, bureau, department, or appropriation to which the transfer is made. All language sheets involving a transfer or consolidation of activities will carry immediately below the estimate and appropriation line footnotes stating the amounts deducted from or added to the appropriation estimates concerned. In such cases a reference "a/" will be placed against the amount of the estimate and the footnote shall read as follows: "a/ Includes (or excludes) \$ transferred from (or to) '(appropriation title)'."

(b) In those cases where an activity has been transferred to or consolidated with another division, bureau, department, or appropriation during the fiscal year 1944 by Executive order or by law, the reference "a/" will be placed against the amount appropriated for 1944 and to the footnote cited in the preceding paragraph will be added a citation of the Executive order or law authorizing and making the transfer.

(c) Where an entire appropriation has been transferred to another division, bureau, or department or has been consolidated with another appropriation item, the original appropriation title will be retained in the place from which transferred with the following footnote: "Note.—Appropriation under above title has been transferred to (and consolidated under) '(title of appropriation)' by Executive Order _____, dated _____ (or law, as the case may be)." A footnote reference "a/" will be placed against the amount of the appropriation for 1944 under the appropriation item to which transferred, followed by a footnote reading: "a/ Includes \$ _____ transferred from '(Name of bureau or department, in the case of a straight transfer of appropriation item, or title of appropriation, in the case of a consolidation)' by Executive Order _____, dated _____ (or law, as the case may be)."

(d) The same procedure as outlined in the preceding paragraph will be followed in the case of proposed transfers of entire appropriation items save that the footnotes will exclude references to authority for such transfers.

10. Statutory and Code References.--Language sheets must refer to the authorizing legislation, treaty, or Executive order, or indicate the lack of such authority. Reference to authorizing legislation may be made in the body of the language and, if so, this reference need not be repeated in the citations at the end of the language. Except as specified above, and when applicable, citations are to be shown as follows: (1) Basic authorizing legislation, (2) amendments to authorizing legislation enacted in the calendar year 1943, (3) the 1944 appropriation act, and (4) any other act providing supplemental appropriations for 1944. Legislation enacted prior to January 1, 1943, and in effect on that date has been embodied in the United States Code and supplements thereto and all citations will be by reference to the titles and sections of the Code, or if not to be found therein, to the date of the act and public law number, the date and number of Executive order, or date of treaty. (For example, 16 U.S.C. 581, or Act of June __, 1943, Public Law __.) Reference is not to be made to the Statutes at Large except in the District of Columbia Chapter and treaty citations. If the reference to the United States Code by title and section is not sufficient to identify the particular legislation, the section number should be followed by reference to paragraphs and subparagraphs. The agencies will furnish and be responsible for the correctness of all statutory references on the language sheets. In those cases where there is no authorizing legislation, treaty, or Executive order, and no previous appropriation, the language will be followed by the word "submitted" in parentheses.

11. Arrangement.--The arrangement of estimates of annual appropriations will follow that of corresponding appropriations in the appropriation act for the fiscal year 1944. Estimates of new appropriations and estimates for activities appropriated for in supplemental or deficiency acts will be inserted at appropriate places. Agencies which have heretofore obtained separate appropriations under the heading "National Defense" or "National Defense Activities" will submit separate estimates for such activities if they are to be continued in the fiscal year 1945. Activities heretofore financed by means of allotments from the President's Emergency Fund, which are to be continued during the fiscal year 1945, will be estimated for in the regular manner (i.e., an estimate of appropriation will be submitted to the Bureau of the Budget for transmission to the Congress) and will carry as a part of the appropriation title the words "(National Defense)." Estimates of appropriations not carried in the annual and supplemental appropriation acts (e.g., permanent appropriations and trust accounts) will follow the same arrangement as corresponding estimates in the Budget for the fiscal year 1944.

GREEN SHEETS

12. Requirements for Submission.—Green sheets will be submitted for all appropriations or funds (including working funds, appropriations made for claims, judgments, and private relief acts, and items such as transfers or allotments from the appropriation "Foreign-Service Pay Adjustment, Appreciation of Foreign Currencies" and other similar appropriations) under which obligations, including those incurred under contract authorizations, have been made or are contemplated in 1943, 1944, and 1945. Green sheets are required for 1943 and 1944 obligations even though no estimate is submitted for 1945. The green sheets under funds allocated prior to July 1, 1943, from emergency relief and other emergency appropriations (including the Emergency Fund for the President), but exclusive of Defense Aid (Lend-Lease) appropriations, will be inserted immediately following the green sheets pertaining to the regular appropriations which the allocated funds supplement. (See Corps of Engineers, pages 672-674, 1944 Budget.) The green sheets for Defense Aid (Lend-Lease) appropriations will be prepared by the Office of Lend-Lease Administration, based on information furnished it by agencies receiving allocations, and will be incorporated into the Budget under the heading "Emergency Funds Appropriated to the President."

13. Definition of Obligations.—Amounts reported as obligations will conform to the concept of obligations included in Budget-Treasury Regulation No. 1, Revised. Obligations incurred are there defined as orders placed, contracts awarded, services received, and all other transactions during a given period which legally reserve the appropriation for expenditure, including orders for procurement through the General Supply Fund, orders placed with the Naval Stock Fund and Naval Working Fund, orders placed with the Government Printing Office, and orders for interdepartmental work under section 601 of the Economy Act. Such amounts include expenditures not preceded by obligations and in the case of liquidated obligations reflect the adjustments for the differences between obligations and the actual expenditures.

14. Form.—Green sheets will be prepared with typewriter, double spaced, on Standard Form 3a (revised). Obligations for personal services (net) and other objects of expenditure will be shown by the two-digit symbol numbers of the object classification set forth in part V of Budget-Treasury Regulation No. 1, Revised, except that a more detailed classification may be employed when necessary to show the distribution of large or unusual expenditures under the object classification. (See column 2, page 300, 1944 Budget.) Additional instructions covering the preparation of green sheets are set forth below and specimen forms, Exhibits B through E, are attached hereto for the information and guidance of the agencies.

15. Personal Services.—Green sheets for personal services, departmental and field, will be prepared in the form, manner, and order of items shown in Exhibit B, and in accordance with the following

instructions. Two major changes have been made from the procedure followed in previous years in that (1) time will be uniformly expressed in man-years instead of positions or a combination of new positions and man-years, and (2) the money columns will reflect the total of the actual basic compensation paid instead of average salary rates. Since the green sheets will be prepared on a net obligation basis, there will be no need for adjusting entries on account of delay in filling new positions.

(a) Green sheets shall include both departmental and field personnel and list such services separately in that order under appropriate captions.

(b) The distinction between departmental and field service to be followed in preparing green sheets will be the same as that observed in the preparation of Civil Service Commission Form 3257, revised, as it is necessary that the green sheets be in general agreement with the reports submitted on that form.

(c) Personal services will be divided into the following services or groups and listed on the green sheets in the order named (except that the service or group in which the head of the agency is assigned will be placed first): Clerical, administrative, and fiscal service; professional service; subprofessional service; crafts, protective, and custodial service; Executive order grades (established by Executive Order 6746); grades established by special acts; and unclassified. Under each service or group, grades will be listed in descending order of salary ranges. All employees in any one grade and service under each appropriation will be listed together, i.e., no breakdown by organization units, functions, etc., will be shown. When such breakdowns by organization units, functions, etc., are essential for a better understanding of the estimate they should be included as a part of the justifications. (See paragraph 29.)

(d) Classification grade number and basic salary range will be entered on the green sheets for each grade (classification act, Executive Order 6746, or special act) in which service was performed or is contemplated.

(e) Under each grade for which the minimum basic annual salary rate is \$3,200 or more will be entered the operating titles of positions in which service was performed or is contemplated and for each such title there will be shown in the obligations column for each fiscal year the number of man-years of service performed or contemplated and the total basic salary (exclusive of overtime, additional compensation, night-work differential, and additional pay for service outside the 48 States and the District of Columbia)

paid or contemplated to be paid for such man-years of service. The term "operating title" means the title usually used in the office concerned when referring to the particular position. The purpose of using "operating titles" is to convey information as to the duties and character of work performed by the incumbent and the title of the position as used on the employee's classification sheet may not be sufficiently informative for this purpose.

(f) For each grade for which the minimum basic annual salary rate is less than \$3,200 the same procedure will be followed except that operating titles will not be shown and the man-years of service and total basic salary shown will be for all service performed or contemplated in each such grade.

(g) The term "man-years of service" as herein used includes all periods for which compensation was paid or is contemplated for payment without regard to service or leave status.

(h) When the actual or estimated man-years and obligations for all regular full-time salaried and wage employees (as defined on Civil Service Commission Form 3257, revised) have been entered on the green sheets in accordance with the foregoing instructions, the man-years and amounts of money will be totalled and shown opposite the entry "Total permanent, departmental" (or field, as the case may be). Following this total entry will be listed the following additional groups of employees, showing for each group the man-years and obligations for each fiscal year: Temporary employees, part-time employees, employees on a "when actually engaged" basis, employees serving without compensation, etc. The classes of employees to be reported will agree with the classes as defined and reported on Civil Service Commission Form 3257, revised. Following these entries will be shown one-line entries for the total amounts paid or estimated to be paid on account of overtime, additional compensation, night-work differential, and additional pay for foreign service. Immediately following these entries and opposite the entry "All personal services, departmental" (or field, as the case may be) will be the sum of these entries plus the previous total shown opposite the entry "Total permanent, departmental" (or field, as the case may be).

(i) The totals for the departmental and field services will then be combined and shown opposite the entry "Total, departmental and field" and from this total will be deducted the chargeable value of quarters, subsistence, etc., furnished in kind, leaving the amount of "All Personal services (net)."

(j) Man-years will be shown to the nearest tenth; if midway between tenths the next higher tenth will be used. No cents will be shown in the obligations columns, the amounts being stated to the nearest dollar.

16. Consolidated Schedules for Personal Services.—In some cases employees are held as a pool for work under a number of different appropriations. A single payroll is used for such groups of employees and the amount of the roll is distributed among appropriations chargeable in accordance with the accounting method employed by the agency concerned. Unless the distribution of the roll by appropriation is made on an actual time-worked basis, any segregation of employees by appropriation is purely arbitrary and in such cases a consolidated green sheet should be submitted for the entire group. This consolidated green sheet will show the breakdown of employees by services and grades and in addition the distribution of the total actual and estimated obligations by appropriations. On the green sheets submitted under each of the appropriations affected there will be included a one-line entry "Personal services, departmental (or field, as the case may be) (see consolidated schedule)," agreeing with the amount shown on the consolidated schedule as chargeable to that appropriation. (See Corps of Engineers, pages 675-676, 1944 Budget.)

17. Other Objects of Expenditure.—Following the entry "01 Personal services (net)" and under the heading "Other obligations," there will be listed the actual and estimated obligations under each object of expenditure, followed by a total reading "Total other obligations." To this amount will be added the amount shown opposite the entry "01 Personal services (net)" in order to arrive at the "Grand total obligations."

18. Reimbursements to Appropriations.—Reimbursements to appropriations represent collections or receipts creditable to an appropriation or fund which are either covered or to be covered into the Treasury by covering warrant as repayments to an appropriation or fund, or handled on a transfer and counter warrant as an adjustment between appropriation accounts for expenditures previously made. In the case of reimbursements to appropriations, the obligations will be merged with and detailed by object classification symbols under the appropriation reimbursed and from the grand total obligations will be deducted the sum of all reimbursements opposite the entry "Reimbursements for services performed." Examples of such reimbursements are amounts represented by collections (other than refunds) for commodities, work or services furnished or to be furnished another appropriation (31 U.S.C. 686 and other similar legislation), and all collections from an individual, firm, or corporation on account of commodities, work, or services furnished or to be furnished. Amounts handled as reimbursements to appropriations on account of work done for another appropriation will be included in the obligations under the appropriation for which the work was done in accordance with paragraph 13 above. The effect is to include the obligations

under both appropriations and this duplication is offset by the entry opposite "Reimbursements for services performed."

19. Transfers Between Appropriations.--Transfers between appropriations are transfers made by transfer appropriation warrants only (except in the case of activities transferred, see paragraph 21, this circular) and are generally used in those cases in which funds are advanced to cover the cost of work to be performed. In such cases the transfer operates to increase the authority to incur obligations under the receiving appropriation (as distinguished from a reimbursement where the receipt operates to offset obligations) and the obligations on account of such transfers will be merged with and detailed by object classification symbols under the appropriation to which the transfer is made. From the grand total obligations will be deducted all such transfers stated separately by amounts and titles of the appropriations from which transfers are made. Under the appropriation from which the transfers are made, the amounts transferred will not be included in the detail of obligations and to the grand total obligations will be added the amount of transfers made therefrom stated separately by amounts and titles of appropriations to which such transfers are made. Amounts so deducted or added on account of such transfers must be stated in identical amounts in the green sheets for the appropriations involved after consultation and agreement in writing between the agencies concerned and also adjusted when necessary after notification of allowances for the ensuing fiscal year. The office to which such transfers are made should be advised by the transferring office of the appropriations from which the transfers are made and the office from which the transfers are made should be advised by the receiving office of the appropriation titles under which the funds transferred will be obligated. This procedure will cover cases of actual transfers for 1943, and estimated transfers for 1944 and 1945.

20. Other Adjusting Entries.--When the estimated or actual obligations for a fiscal year, after adding or deducting adjustments on account of reimbursements and transfers, do not agree with the amount of the appropriation or estimate of appropriation for that year, adjusting entries will be made representing an analysis of the difference and using plus or minus signs in order to bring the final total into agreement with the amount of appropriation or estimate of appropriation. Such adjusting entries will be made in the manner indicated in Exhibit B, and the wording of the various entries shall conform to that used in the exhibit referred to. Agencies are authorized to show in the 1944 column that portion of the cost of overtime and additional compensation which cannot be absorbed within the funds available for that year opposite the entry "Excess of obligations over appropriation due to Public Law ___" (insert number of public law or laws applicable).

21. Activities Transferred or Consolidated.--When an activity is transferred to (or consolidated with) another division, bureau, agency, or appropriation the green sheets for such activity will be

carried in the proper place under the division, bureau, agency, or appropriation to which the transfer is made, including comparable figures for the years 1943 and 1944. The obligations under the receiving division, bureau, agency, or appropriation will include the obligations incurred for the transferred activity for all 3 years, and in those cases where the entire appropriations for 1943 and 1944 are not transferred (see paragraph 9, this circular), the grand total obligations on the receiving side will be offset by showing as transfers amounts equaling the total of the obligations incurred during 1943 and 1944 for the activity concerned. In such cases, the transferring division, bureau, agency, or appropriation will not include these amounts in its obligations but will show the amounts as transferred to the division, bureau, agency, or appropriation concerned. (See pages 150-157, 1944 Budget.)

22. Working Funds.—Working funds are established by the Treasury Department in accordance with various laws as a means of accounting for funds transferred from one agency or activity to another for the performance of work or delivery of materials. Working funds must be distinguished from reimbursements which operate to offset obligations under an appropriation and from transfers which operate to increase the obligation authority under an appropriation account. Working funds may be identified by the inclusion of the phrase "working fund" as a part of the title of the appropriation account. A brief description of the purpose of the fund will be included in the green sheets (see "Working Fund, Commerce, Weather Bureau, (Air Corps, Army)," page 385, 1944 Budget). The total obligations shown on the green sheets under working funds will be offset by either "Received by transfer from _____" (specify appropriation from which transfer is made) in the case of receipts by transfer appropriation warrant or "Advanced from _____" (specify agency advancing funds), leaving the "Total estimate or appropriation" as zero.

23. Emergency Allocations.—In some instances authority is contained in appropriation acts to allocate funds to other agencies and in such cases the obligations incurred under allocations made in 1943 (except Defense Aid (Lend-Lease), see paragraph 12) will be shown on a separate green sheet and a deduction will be made from the grand total obligations in order to arrive at a zero on the line "Total estimate or appropriation." (See Exhibit D.)

24. Projects or Functions Green Sheets.—In every case in which the work provided for by an appropriation or fund is susceptible of division into two or more activities, projects, or functions, an additional green sheet will be prepared showing the obligations under such classifications. The classifications used under each appropriation or fund will be numbered serially. The difference between the grand total obligations as shown on the projects or functions green sheets and the "Total estimate or appropriation" will be entered as a one-line entry as follows: "Adjustments (see objects schedule for detail)." (See Exhibit C.)

JUSTIFICATIONS OF ESTIMATES

25. Derivation of Base and Analysis of Increases.—The first statement in justification of each estimate of appropriation will be a tabular statement showing the relation of the amount of the estimate to the amount of the 1944 appropriation. For an illustration of this statement, see Exhibit F. In the first line of this tabular statement under the title of the appropriation will be shown the amount of the regular 1944 appropriation. To this amount will be added the amounts of any supplemental appropriations for the fiscal year 1944 and the amount shown in the 1944 column of the green sheets as "Excess of obligations over appropriation due to Public Law ____." All nonrecurring amounts will be subtracted from the total for the purpose of establishing the base for 1945. These deductions will include any portion of the 1944 appropriation obligated in the fiscal year 1943, any portion of the 1944 appropriation which it is proposed to transfer from that appropriation to a different 1945 estimate of appropriation, any portion of the 1944 appropriation which was provided for nonrecurring obligations (such as items of equipment), and the total cost of overtime and additional compensation for the fiscal year 1944. Elimination or curtailment of items of expenditure should be made wherever consistent with the actual needs of the activity involved. The base for 1945 as thus established will be analyzed by projects, functions, organization units, or objects of expenditure as may be agreed upon with representatives of this Bureau and to each item will be separately added the total cost of overtime and additional compensation and the amounts of any recurring and nonrecurring increases proposed for that fiscal year.

26. Justification of Language Changes.—Immediately following the tabular statement (Exhibit F) will be a written text in explanation and justification of all proposed changes in the language of the appropriation.

27. Justification of Amounts Requested.—Following the justification of the language changes will be the text in justification of the proposed 1945 estimate of appropriation. While the character and form of the text of statements in support of estimates of appropriation for 1945 will vary with the character of the amounts requested and of the activities involved, every effort should be made to present supporting information as clearly and concisely as possible. The basic text to be submitted to the Bureau of the Budget should be prepared with the view of conserving manpower by avoiding rewriting for subsequent use. A general paragraph in explanation of the entire amount of the appropriation, while desirable as an introductory paragraph, cannot be accepted as a substitute for a detailed justification of the component parts of the estimate. Following such an introductory paragraph and in the order of items listed in the classification by projects, functions, organization

units, or objects of expenditure in the tabular statement (Exhibit F) there should be a separate statement for each of the listed items including, in order, justifications for the base, for the recurring increases, and for the nonrecurring increases. While the need for any increases or the reason for any decreases from the base must be separately and specifically discussed, the need for the entire amount of the estimate must be adequately substantiated.

28. Workload Measurements and Standards.--With respect to the majority of appropriations, a factual presentation of past, current, and anticipated workload is the first essential of a sound budget estimate. Whenever the activity to be financed is susceptible to such presentation the justification text should include a tabular statement showing by appropriate work units the volume of work during each year of the period 1941 to 1945, inclusive and the funds expended or requested each year for the work accomplished or anticipated. Equally essential for translation of workload into costs are operating standards. In numerous units of government organization such standards and ratios have been developed and applied as effective tools of management and as bases for estimates of needed funds, personnel, and facilities, e.g., number of mimeographed sheets per machine, per operator, per year; number of checks cleared per worker; man-days or crew-days per acre of land surveyed; number of hospital beds, patient days, and attendants per bed; ratio of ship arrivals and sailings to customs inspectors; standard equipment kit of a building guard or a stenographer; square feet of building space per charwoman, etc. As a contributory step in assembling and making more widely available operating standards now in use and in furthering their development and application, it is desired that to whatever extent such standards have been developed each justification text for 1945 present them in concise written or tabular form following, or as a part of, the presentation of the workload.

29. Additional Exhibits.--The justification of estimates will be accompanied by such written statements, tables, charts, maps, and outlines of prior, existing, and proposed personnel organizations, etc., as may be necessary fully to explain and justify the estimates.

30. 01 Personal Services.--

(a) Where the estimated man-years or funds required for the fiscal year 1945 exceed the man-years or funds provided in the appropriation for 1944, the justifications should set forth clearly the portion of the increase requested due to providing for a specified number of employees for a full year in 1945 who will be on a part-year basis during 1944 and the portion required for new positions estimated for in the 1945 Budget, showing the man-years and funds involved for such new and additional positions.

(b) The justifications will also include a statement relating the number of man-years shown on the green sheets for the fiscal year involved with the actual or estimated number of employees on the pay roll in an active pay status as of the end of each quarter for the fiscal years 1944 and 1945. This information will be submitted for each group of employees listed in the green sheets, i.e., regular, full-time salaried and wage employees, temporary employees, part-time employees, etc. (See Exhibit G.)

31. Public Works.—Estimates and appropriations for public works projects should be designated as such. Examples of the type of projects to be included under this head will be found in the General Public Works Program Chapter of the 1944 Budget. These estimates will, in the preparation of the Budget for 1945, be excluded from the chapter for the agency concerned and will be included under the public works chapter. A summary statement listing such projects by appropriation items and showing the amounts therefor should accompany the estimates. For each construction project or program of work to be continued beyond the fiscal year 1945 there will be shown the amount heretofore appropriated, the amount obligated or to be obligated through June 30, 1944, the amount of the estimate for the fiscal year 1945, the additional amount required for completion, and the limit of cost, if any.

32. Statement of Detailed Employees.—Statements shall be submitted showing all employees in the departmental service who have been detailed or loaned, on a nonreimbursable basis, for one month or more during the fiscal year 1943 to an office or activity for which personal services are provided under an appropriation other than the appropriation from which the employee is being paid while serving on such detail. The statements shall show for all appropriation units from which, as well as appropriation units to which, details are made, the employees detailed by classification grade and basic annual rate of pay, time for which detailed in months and tenths of months, compensation while on detail, appropriation from which paid while on detail, and appropriation chargeable with the expense of personal services in the office to which detailed. The statements shall also include like information as to details for the fiscal years 1944 and 1945. (See Exhibit H.)

33. Statement of Transfers Between Appropriations.—Each agency shall submit a statement showing all actual or contemplated transfers (other than proposed consolidations) made or received affecting any appropriation under that agency in 1943, 1944, or 1945. The amounts shown in this statement must conform to the transfers included in the green sheets. This paragraph does not apply to allocations made from emergency appropriations but does apply to subsequent transfers from such allocations. (See Exhibit I.)

34. Statement of Passenger-Carrying Vehicles.--In connection with each estimate of appropriation or fund which includes an amount for the purchase, maintenance, repair, or operation of passenger-carrying vehicles, there shall be submitted a statement for each bureau or office specifying the number and gross cost of vehicles to be purchased, the number and allowance value of all vehicles to be exchanged, the net cost of the vehicles to be purchased, the number of old vehicles which will continue to be operated, the total estimated cost of maintenance, repair, and operation for all vehicles, the public purpose for which the vehicles are intended, and the classes of officials or employees by whom the vehicles are to be used. (See Exhibit J.) The "statement of compliance" required by paragraph 15 of Budget Circular No. 374, dated June 18, 1941, is to be attached to the statement of passenger-carrying vehicles.

35. Printing and Binding.--The agencies will be required to submit in connection with the justifications for all printing and binding estimates the information outlined in Exhibit K.

GENERAL INSTRUCTIONS

36. Method of Assembling Estimates.--

(a) When submitted to the Bureau of the Budget the sets of estimates mentioned in paragraph 3 will be assembled as follows: The original copy of each estimate, followed by the original copy of the supporting green sheets (Standard Form 3a, revised) and the statement relating to passenger-carrying vehicles, arranged in order will constitute one set, the pages of which will be numbered consecutively in the top center. The statement of transfers between appropriations, unnumbered, will follow. This will be the ribbon or printed copy and will be marked "Printer's Copy." Each of the other four sets will be arranged for each appropriation in the order set forth below and pages of each set numbered consecutively in the lower right corner. These page numbers will also be placed in the lower right corner of the corresponding pages of the "Printer's Copy" in order to permit ready identification. The four sets will be punched for binding in standard three-ring binders, the punching for language and green sheets to be at the left side and for justifications either the left side or top side depending upon which way the justification sheets have been written up. (See paragraph 3.)

(1) Language sheets;

(2) Green sheets (Standard Form No. 3a, revised):

(a) By objects of expenditure, and

(b) By projects or functions;

(3) Text of explanation and justification of the estimates including, when required, statements relating to passenger-carrying vehicles.

(b) A tab should be attached to the right margin of the first sheet of each estimate of appropriation or, in the case of large lump-sum appropriations, of each major subdivision. These tabs, numbered consecutively, should be so arranged as not to obscure each other when the estimates are assembled in order. At the end of each set there should be attached the statement of transfers between appropriations.

37. Supplemental Estimates.--

(a) The estimates of appropriations for the fiscal year 1945 must include amounts to meet all requirements for the period July 1, 1944, to June 30, 1945, in order to avoid transmission to Congress of supplemental estimates.

(b) The estimates for 1945 will be accompanied by a list of any amounts that are contemplated for later submission as supplemental estimates for the fiscal year 1944, such list to set forth briefly the need for such supplemental estimates.

38. Advice on Preparation of Estimates.--In order to expedite budget hearings, individual budget officers should consult freely with Bureau of the Budget representatives in charge of their estimates as to the provisions of this circular. Upon request of these officers the Bureau of the Budget will send representatives to meetings called to discuss preparation of estimates.

By direction of the President.

HAROLD D. SMITH

Director of the
Bureau of the Budget